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ABSTRACT

This study identifies what two-thirds of the 300 members of the National Council on Community Services perceive to be the: (1) nature, purposes, and functions of the community college; (2) definitions of community service; (3) key elements of a community service program; (4) definitions of community need; and (5) nature and scope of community inter-relationships. Through use of these data, it is possible to identify areas of agreement or disagreement about certain components of community service and to note trends in the changing perceptions of the field. Activities that typify community service are listed as: extension centers, non-credit short courses and conferences, advisory committees, community use of college facilities, and public information programs. (CA)

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COMMUNITY SERVICES PERCEPTIONS OF THE NATIONAL COUNCIL ON COMMUNITY SERVICES

By Gunder A. Myran

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National Council on
Community Services for
Community and Junior Colleges

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PREFACE

This study was originally requested by Mr. Nathan Shaw, President of the National Council on Community Services, and Dr. Kenneth Cummiskey, Director of the American Association of Junior Colleges Community Services Project, in the spring of 1970. Several months have passed since their request; I wish to thank them for their patience as well as their interest in this study.

The membership of the national council, which totaled three hundred persons in the spring of 1970, received a mailed questionnaire which provided the data for the study. One hundred and ninety-two members of the council responded to the questionnaire. The two-thirds response was gratifying, and I wish to thank each person who took the time to complete the questionnaire.

Dr. Max Raines, Professor of Higher Education and Director of the Kellogg Community Services Leadership Program at Michigan State University, and Dr. Mary Ellen McSweeney, Associate Professor of Educational Psychology, worked with the author on the design of the questionnaire and the analysis of the data. I wish to thank them for this.

The study is a simple one. The data is reported in a straight-forward manner, and only elementary statistics are used in the analysis. This seemed compatable with our purpose in doing the study although it may have been possible to develop a more sophisticated research design.

The council may wish, through a study committee or other means, to use the data provided as one input in developing "statements of principle" regarding community services. Such an effort to deliniate and clarify will be meaningful not only to community services personnel, but also to other community college administrators, faculty members, students, and citizens.

This study is published jointly by the National Council on Community Services for Junior and Community Colleges and the Kellogg Community Services Leadership Program at Michigan State University. I would certainly appreciate your reaction to the study, as would the officers of the council.

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February 1971
East Lansing, Michigan

COMMUNITY SERVICES PERCEPTIONS OF THE NATIONAL COUNCIL ON COMMUNITY SERVICES

By Gunder A. Myran

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COMMUNITY SERVICES PERCEPTIONS OF THE NATIONAL COUNCIL ON COMMUNITY SERVICES

INTRODUCTION

Community colleges serve the higher educational needs of their constituencies through a matrix of offerings which include: college transfer programs, occupational programs, student personnel services, general education, and community services. The community services dimension of the comprehensive community college is the subject of this study. Extension centers, non-credit short courses and conferences, advisory committees, community use of college facilities, public information programs: these activities typify community services of the community college in 1971. During the decade of the 1970's, a further shift toward more "community-oriented" and highly adaptive forms of programming appears likely. Less insular and campus-centered, new programs will be structured instead as part of the inter-agency dependency pattern of the community. Some programs presently in existence may serve as prototypes of this trend:

> . . . Arapahoe Community College (Denver, Colorado), along with several other community agencies and groups, formed a non-profit corporation, the Arapahoe Institute for Community Development, to improve communication and problem-solving efforts in the community.
>
> . . . William Rainey Harper College (Palatine, Illinois) is participating in a mass transportation research project with the University of Illinois and local municipalities. The 15 month project is designed to develop a long-range plan to meet future transportation requirements of the area.

. . . Lake Michigan College (Benton Harbor, Michigan) developed an Institute for Professional and Paraprofessional Studies to provide for communication between community agencies and in-service training of agency personnel.

. . . North Hennepin State Junior College (Brooklyn Park, Minnesota) offers seminars in community planning. Such topics as senior citizen housing, law enforcement, and environmental control are considered by professional planners and other interested persons.

. . . Montcalm Community College (Sidney, Michigan), along with several other community agencies and groups, formed a Human Relations Council to provide for a coordinated effort to identify and solve community problems in a rural setting.

Retired persons, middle-aged women wishing to begin a new career, high school drop-outs, handicapped persons, minority group persons, low-income families: thses groups represent the "new constituency" of the community college in the 1970's.

These new directions in programming, and these new constituencies to be served, give us notice of the enormity and potential of the community services task. It is important that the national council, and the professionals in related fields as well, seriously consider what principles will guide the direction of community service programming in the coming years. This study is, then, one step in our continuing dialogue about trends in the nature, elements, and functions of community services. Its utility is in any new insights it gives us regarding what people in the community services field are thinking, and in the information it provides for further discussion of the concepts involved.

PURPOSE OF THE STUDY

The purpose of the study is to identify what members of the National Council on Community Services, the majority of whom are community services administrators in community colleges, perceived to be:

1. the nature, purposes, and functions of the community college,

2. definitions of community services,

3. the key elements of a community services program,

4. definitions of community needs,

5. definitions of community inter-relationships.

The results provide a shorthand way of talking with one another about the nature, elements, and functions of community services. Through the data, we can identify areas of agreement of disagreement about certain components of community services, and begin to note trends in our changing perceptions of this field.

GEOGRAPHIC DISTRIBUTION OF RESPONSES

Responses were catagorized to the six accreditation regions (one response was received from Canada). The states from which responses were received and the total responses from each region are given in parenthesis:

1. New England (Connecticut, Massachusetts, 5 responses)

2. North Central (Arizona, Colorado, Illinois, Indiana, Iowa, Kansas, Michigan, Minnesota, Missouri, Oklahoma, South Dakota, Wisconsin, 61 responses)

3. Southern (Alabama, Florida, Georgia, Kentucky, North Carolina, Tennessee, Texas, Virginia, 31 responses)

4. Northwest (Oregon, Washington, 8 responses)

5. Western (California, Hawaii, 32 responses)

6. Middle States (Maryland, New Jersey, New York, Pennsylvania, Washington, D.C., 52 responses).

Some limited use of these categories was made in the analysis of the data. It should be noted that the preponderence of responses were received from the North Central, Southern, Western, and Middle States Regions. This corresponds roughly with the geographic distribution of the national council membership.

TERMS PREFERRED AND USED

Members of the national council understandably show a preference for the term community services as compared to other terms commonly used to identify their function. Of the 192 respondents, 149 prefer the term community services:

What term do you prefer in describing the area under study?

Community Services	149
Continuing Education	26
Adult Education	2
Other Terms	12
No Response	3
	192

Council members use the term community services in their colleges to a greater extent than previous studies have shown to be true of community colleges in general. In addition, the term is preferred by members to a greater extent (149 of 192) than it used by their institutions (116 of 192). The difference (between 149 and 116) may suggest some trend toward the use of this term within the colleges represented if it can be assumed that community services administrators exercise some influence in this regard.

What term does your institution use in describing the area under study?

Community Services	116
Continuing Education	50
Adult Education	6
Other Terms	14
No Response	6
	192

When analyzed by regions, the Western region, largely influenced by practice in California, showed a significantly greater preference and use of

the term community services when compared to other regions. The leadership taken by community colleges in California in developing the community services concept certainly accounts in part for this. In addition, the first use of community services as a term to designate a program area apparently can be traced to 1951 legislation in California which provided authority to local school districts to tax for community services of an educational, cultural, and recreational nature. Thus the practice of using this term was established earlier in community colleges in California than in other states.

It must be noted, however, that practice in other individual states may be "buried in the data." For example, practice in a specific state in the North Central region would not evident from a review of the regional data.

The use of the term continuing education is significantly greater in the Southern region than other regions, although respondents prefer community services as a term at generally the same level as in other regions. Again, this factor may be traced to strong traditions in the Southern regions of providing continuing education leadership in, for example, the agricultural and basic adult education fields.

NATURE, PURPOSES, AND FUNCTIONS OF THE COMMUNITY COLLEGE

The purpose of this section of the study was to assess the extent of agreement with respect to certain statements on the nature, purposes, and function of the community college. This process enables us to understand somewhat more clearly the philosophical base from which community services administrators operate, and to clarify their concepts of the role of the community college as a whole. The statements are based on present community

college and community service rhetoric, which may be reason enough that a few appear to be of the "God, Mother, and Country" variety.

For each statement, those responding were asked to indicate whether they (1) agreed to a great extent, (2) agreed to some extent, (3) agreed to a slight extent, (4) did not agree at all.

Using the standard deviation as a measure of the consistency of response, and treating the response options as equidistant points on a continuum, there was the greatest consistency or homogeneity on the following statements:

1. Community services programs in the community college should serve all socio-economic segments of the community (SD: .348, 174 agree to a great extent, 93%)

2. Community services should be regarded as a function of the entire community college, and not only that of the community services division (SD: .560, 165 agree to a great extent, 87%)

3. Community colleges would probably better serve the needs of most socially disadvantaged students than four-year colleges or universities (SD: .644, 132 agree to a great extent, 70%)

These are statements, then, that form a part of the credo of the national council. Similarly, there is a strong agreement on the need for expanded remedial programs in support of services for socially disadvantaged persons, and the concept that community colleges should be actively involved in solving contemporaty social problems.

There was the least consistency on the following four statements:

1. The community college should play primarily a supportive, rather than a leadership role in solving contemporary social problems. (SD: 1.156, 82 agree to a great extent or some extent, 75 do not agree at all)

2. Very few community college courses are really relevant to the needs of modern society (SD: 1.062, 65 agree to a great or some extent, 57 to a slight extent, 65 do not agree at all)

3. It is naive to think that the community college can help remake American society (SD: .983, 33 agree to a great or some extent, 50 to a slight extent, 106 do not agree at all)

4. Community colleges generally have the commitment needed to engage in solving contemporary social problems (SD: .975, 77 to agree to a great or some extent, 67 to a slight extent, 46 do not agree at all)

There is obvious agreement that the community college should serve the needs of low income groups and that it should play a role in community problem-solving. There is extensive disagreement, however, on what specifically the role of community colleges shall be in these emerging areas of service. Members of the council do not speak with one voice regarding the extent to which the community college should play a leadership role in community problem solving, or with regard to the relevancy of present courses in community college. It is important to recognize these areas of disagreement and to provide for dialogue and exchange between members on these topics.

The table on the following page is arranged by standard deviation from statements showing greatest consistency of response to those showing the least (non-responses are ignored so responses do not exactly total 192).

A chi square was computed for each question to determine whether there were response distribution differences between geographic regions. Even at the .25 level of significance, there was no significant difference between regions. So we can conclude that there are not significant differences between regions on perceptions of the nature, role, and functions of the community college.

The data indicates that community services administrators tend to regard themselves to be in the "developmental" philosophical camp (community development, human relations, experience with others, action as a source of learning, applying problem-solving intelligence to present needs) rather than the "rationalist" camp (liberal arts, reading-discussion, great books,

TABLE I

(Nature, Purposes, and Functions of the Community College)

Standard Deviation	Statement	Frequency of Response			
		Agree to a great extent	Agree to some extent	Agree to a slight extent	Do not agree at all
.348	Community services programs in the community college should serve all socio-economic segments of the community.	174	12	2	0
.560	Community services should be regarded as a function of the entire community college and not only of the community services division.	165	17	5	3
.644	Community colleges would probably better serve the needs of most socially disadvantaged students than four-year colleges and universities.	132	48	6	4
.653	Remedial programs should be expanded if the community college is to be relevant, to the needs of the socially disadvantaged	137	40	11	2
.666	Only a small minority of students in community colleges really have the intellectual incentive to benefit from a college education	0	10	31	140
.752	Vocational-technical programs should be expanded if the community college is to be relevant to the needs of the socially disadvantaged.	116	52	19	3
.795	The community college should be actively engaged in solving contemporary social problems.	104	61	19	5
.862	If college attendance becomes a right for everyone, a college degree will mean practically nothing.	5	20	29	136
.863	The community college should admit socially disadvantaged students even if they do not meet the normal entrance requirements.	107	51	23	7
.873	Community services programs in the community college should serve primarily the socially disadvantaged.	5	21	30	132
.914	The community college as a center for the pursuit of intellectual truth is being diluted by service to the larger community.	8	20	34	128
.931	The community college program is heavily influenced by the interests of business and industry.	37	81	52	19
.942	Community colleges generally have the needed financial resources available to engage in solving contemporary social problems.	8	21	48	112
.975	Community colleges generally have the commitment needed to engage in solving contemporary social problems.	19	58	67	46
.983	It is naive to think that the community college can help remake American society.	11	22	50	106
1.062	Very few community college courses are really relevant to the needs of modern society.	15	50	57	65
1.156	The community college should play primarily a supportive, rather than a leadership role in solving contemporary social problems.	24	58	31	75

humanities, attention to the spoken and printed word, visual and audible communication of the arts.) It is helpful to understand council membership perceptions with regard to these philosophical distinctions suggested by Malcolm S. Knowles. It tells us that community services administrators have carved out for themselves a job in an exploratory venture in which there are few guidelines and almost no "right" answers. The community development-human relations "philosophy" requires an orientation to experientation, risk taking, and institutional change which is a clear departure from the orientation of the typical college administrator.

On the other hand, the extent to which this is a departure from the orientation of professionals in other community service, continuing education or adult education enterprises is less evident, and the stress on cooperation with other such enterprises in the community is evidence of a "partnership" relationship in this regard.

This and other investigations suggest that a "philosophy" of community services is emerging which draws upon the following areas of study: (1) the community college, (2) continuing or adult education, and (3) community development and institutional change.

It may be interesting to compare the perceptions of national council members and two other populations using the same items. The survey instrument was administered to 42 faculty members at a Michigan community college. Using the chi square test, there was a significant difference at the .05 level of significance (3 degrees of freedom) on three items: community colleges can better serve the needs of disadvantaged students than four-year colleges and universities (faculty agrees to a lesser extent), community colleges generally have the commitment to engage in solving contemporary social problems (faculty agrees to a lesser extent) and community services

should be regarded as a function of the entire community college, and not only of the community services division (faculty agrees to a lesser extent.)

Five items on the survey instrument were also used in a study of administrators on the Michigan State University campus conducted by the Urban Survey Research Unit. Percentages are used below to suggest differences between council members and Michigan State University administrators (word differences in university instrument shown in parenthesis):

Item	Percentage of Response Agree to: Great Extent	Some Extent	Slight Extent	Do not agree at all	
If college attendance becomes a right for everyone, a college degree will mean practically nothing.					
National Council	2	11	15	71	100%
MSU Administration	9	22	15	54	100%
Community colleges would probably better serve the needs of most socially disadvantaged students than four-year colleges and universities.					
National Council	72	25	2	1	100%
MSU Administration	29	28	26	17	100%
The community college (the university) should be actively engaged in solving contemporary social problems.					
National Council	41	37	18	4	100%
MSU Administration	55	33	10	2	100%
Very few community college (university) courses are really relevant to the needs of modern society.					
National Council	3	24	30	43	100%
MSU Administration	8	27	30	35	100%
It is naive to think that the community college (university) can help remake American society					
National Council	7	14	20	59	100%
MSU Administration	6	12	26	56	100%

Observation suggests that both community college community services administrators and university administrators feel their institutions can play a role in remaking American society, both feel that more than "a few" of their courses are relevant to the needs of American society, and that their institutions should

be actively engaged in solving contemporary social problems. University administrators feel only slightly more strongly that a college degree will mean less if attendance becomes a right for everyone. The two groups most strongly disagree, as might be expected, on the statement that community colleges would probably better serve the needs of most socially disadvantaged students than four-year colleges and universities.

In this section, the focus has been on how the community services administrator perceives the nature of the community college as a whole. This is an important area of concern since the total institutional environment--the philosophy and "press" of the college as a whole--is a major determinant of the nature and functions of community services within that setting. Moving from this college-wide perceptive, the succeeding sections focus more specifically on community services as an entity within the institutional framework.

DEFINING THE KEY ELEMENTS OF A COMMUNITY SERVICES PROGRAM

The purpose of this section is to identify the key elements, as perceived by council members, of community services. Council members were asked to express their opinion on the importance of each element or program area listed in Table II through rating each as very, moderately, or slightly important.

Members were most consistent in rating the following activities as "very important":

Most Important	Very Important
1. Cooperation with community agencies	1. Extension centers
2. Service to adults	2. Public forums
3. Service to disadvantaged groups	3. Job training programs
4. Service to community groups	4. Service to local government

5. Service to educational agencies	5. Community surveys
6. Adult or community counseling services	6. Continuing education for women
7. Service to youth (high school drop-outs)	7. Service to social agencies
8. Community use of college facilities	8. Cultural programs
9. Involvement of advisory committees	9. Involvement of advisory committees
10. Service to senior citizens	

Moderately Important

1. Public information services
2. Assist community groups in program planning
3. Civic action programs to improve physical, social, or inter-cultural environment
4. Recreation or leisure-time programs
5. Coordination of volunteer services
6. Faculty consultive services to community groups

Note the emphasis in the "very important" activities in community involvement (cooperation with agencies, service to community groups, and use of advisory committees), and on service to adults, particularly those from low-income groups.

Programs on which there was substantial disagreement, on the other hand, tend to be specialized services provided by the college alone (consultive services, public information services, leisure time activities, program planning assistance).

The table on the following page is arranged in rank order through a weighting scale of three for each "very important," two for each "important", and one for each "slightly important" response. The activities are ranked in order of importance.

Only one significant difference between regions on perceptions or key elements of community services was observed. On the question of the importance of recreational and leisure time programs, there was substantial difference between responses in the North Central, Middle States and Southern regions as

TABLE II

(Defining the Key Elements)

ACTIVITIES*	Frequency of Response		
	Very Important	Moderately Important	Slightly Important
1. Cooperation with community agencies and groups	178	13	0
2. Service to adults	174	14	2
3. Educational services to disadvantaged groups	158	32	2
4. Service to community groups	151	36	3
5. Service to youth	147	30	12
6. Adult or community counseling services	139	43	9
7. Involvement of advisory committees	132	57	3
8. Community use of college facilities	131	54	7
9. Service to educational agencies	132	50	6
10. Service to senior citizens	132	44	13
11. Continuing education for women	127	56	6
12. Public forums for discussion of community problems	125	56	9
13. Surveys to identify community needs	124	54	14
14. Service to social agencies	119	64	7
15. Job training programs	120	51	19
16. Neighborhood centers for extension classes	116	60	15
17. Service to local government	112	68	10
18. Cultural programs	106	73	13
19. Public information services	96	73	19
20. Assist community groups in program planning	93	79	17
21. Faculty consultive services to community problems	92	78	8
22. Civic action program to improve physical, social, or inter-cultural environment	88	88	15
23. Recreational or leisure-time programs	70	82	39
24. Coordination of volunteer services	59	84	46

compared with the Western region. This is explained partly by the availability of tax support to community colleges for recreational services in California, and also in part to the importance of these services in the large population centers of that state.

Rankings of important elements of community services are, for the most part, not disturbed by regional differences. There are, however, important local differences that this "shorthand" description of elements cannot bring out. For example, in some areas it is common to join community services and public information services, whereas in other areas these are regarded as separate functions. Environmental factors, such as differences in governmental structures and the presence of strong (or weak) adult education and community school programs in the public school, greatly influence what elements of community service will be important in a given locale. While recognizing these difficulties, such a ranking does help us to see the general "picture" and to compare our own programs to it.

The key elements of community services represent the "delivery system" by which programs are brought to the community. In the next section, the focus is on definitions of community services which encompass these key elements.

DEFINITIONS OF COMMUNITY SERVICES

The purpose of this section was to derive definitions of community services based on the perceptions of council members. Two existing definitions, one by Ervin H. Harlacher and one by the author were used to suggest elements of community services:

> Community services are educational, cultural, and recreational services above and beyond regularly scheduled day and evening classes. (Ervin H. Harlacher)
>
> Those efforts of the community college, often undertaken in cooperation with other community groups or agencies, which are directed toward serving personal and community educational needs not met by formal collegiate degree or certificate programs. (Gunder A. Myran)

Both of these definitions attempt to indicate the boundaries of the phenomenon by creating a dicotomy describing what elements should be included and also what elements should be excluded. It is the attempt at exclusion that received some criticism from those who responded. Many felt that community services should not exclude "regularly scheduled day and evening classes," since some community services do take this form. Others suggested that "certificate programs" should not be excluded since community services sometimes also took this form. In fact, some argued, these dicotomies relate to the techniques of community services, whereas a definition should relate to goals.

The majority responding did regard each phase in both definitions as important, although the last phase in each was subject to the criticisms above. A few indicated that the terms "cultural and recreational" in the Harlacher definition were unnecessary since these activities fall within the major category, education. A few also suggested that the term in Myran's definition "often undertaken in cooperation with other community groups or agencies" be changed to "independently or in cooperation with . . . "

The Myran definition, modified according to a synthesis of responses, would read:

> Those action programs of the community college, undertaken independently or in cooperation with other community groups and agencies, which direct the educational resources of the college toward serving individual, group, and community needs.

Several persons offered definitions of community services; the examples given below were selected from these:

> Community services represents the total effort of a community college which is designed to fulfill the educational, cultural, and recreational needs of the community and the persons who make up the community. (William W. Leggett, Colby Community College, Kansas)

> Those activities of the community college which provide educational and cultural services which fulfill the unmet needs of the community. (William C. Woolfson, Bronx Community College, New York)

> Action programs planned to help individuals develop their human potential and to generate pressure for immediate application to social problems. (Leon D. Daims, Hudson Valley Community College, Troy, New York)

> Community services programs (1) simulate awareness of common problems, (2) provide resources for the study of such problems, and (3) assist in the development of an action system to solve these problems. (Robert A. Peterson, Arapahoe Junior College, Littleton, Colorado)

> Those educational activities which meet the needs and wants peculiar to members of a given community. (Frank O'Brien, Indian River Junior College, Florida)

> The efforts of a community college to use its intellectual and physical resources to help solve the problems of the community. (William A. Keim, Cerritos College, California)

> Community services are those activities which seek to meet the continuing educational needs of the community. (Ted D. Lane, Vincennes University, Indiana)

Additional comments made by those respondents also add to our insights regarding community services:

> I would like to see community colleges break away from the defunct structure of four-year colleges and universities. . ." (Betty Ann Metz, Bristol Community College, Massachusetts)

> I urge you to think about . . . the feasibility of information and referral centers that aid the communities at large, geared to educational and training opportunities. (Elizabeth H. Kaynor, Miami-Dade Junior College, Florida)

> Community services should be in the forefront of movements to bring new educational constituencies and new educational techniques within the confines of the educational establishment. (Rowland K. Chase, Foothill Junior College District, California)

> While committed to the community service philosophy, I am beginning to fear the feeling is growing that community colleges can accomplish everything which every other institution has failed to do. Let's be realistic and establish priorities. (J. Kenneth Sieben, Essex County College, New Jersey)
>
> Community service is that essential characteristic which defines the community college. (Donald A. Deppe, U. S. Office of Education)

A content analysis of all comments regarding definition produced the following concepts shared by two or more of those responding:

. . . the primary mission of the community college is education, instruction

. . . federal and state funding resources must be emphasized

. . . occupational and placement programs should receive greater emphasis

. . . recreational programs are not a crucial element of community services

. . . greater attention must be paid to the blue collar population

. . . all that the community college does is a community service

. . . many community college classes could be made more relevant by college student---community interaction through such activities as tutoring, community analysis, and other volunteer activities

. . . it may be that we can begin to think in terms of "specialized" community services, i.e. business and industrial services, social services, community development services

. . . services to youth and children are not a function of the community college

. . . assist the community in identifying and solving problems, but let them provide some of the leadership

. . . care must be taken not to overlap the activities of many agencies which provide specialized services

. . . community services is a helping relationship; client rather than program oriented

. . . it is difficult to generalize about community services because each community is so different

. . . community services depends on the knowledge, skills, abilities of all college personnel

. . . community services is limited by the financial and technical resources of the colleges

. . . community services is not restricted by time schedules or academic calendars

. . . community services may be done by other institutions--public and private--as well as community colleges

. . . flexibility and the willingness to respond to needs quickly are essential

. . . community college can become the educational center of the community

. . . community services relates primarily to adults

. . . every department of the college should be involved in community services

. . . while the community colleges are developing new services, we must be aware that other agencies are doing so as well

. . . community colleges have both a content (i.e. a public forum on a local political issue) and a logistic (i.e. coordination with other agencies) role

. . . community services differ significantly between rural and urban areas

. . . community services can be a primary input for changing existing community college policies, staffing patterns, and programs

. . . community services should focus inward to the college as well as outward to the community

. . . the use of college credits is not foreign to community service

. . . lack of funds is usually a problem, but lack of priorities in the use of funds is equally common

Russell J. Kleis, Professor of Higher and Continuing Education at Michigan State University, uses a technique of preparing definitions from various perspectives, i.e. the sponsor, the student, the curriculum, the purposes. This technique is utilized on the following page to summarize the comments provided by those responding.

The Sponsor

Community services are the deliberate effort of the community college to serve local community educational needs. While responsibility for initiating and facilitating such programs is assigned to a community services division, all departments and offices of the college should be involved. Although the community college has a primary role in providing community services, other community agencies (both public and private) having either primary or auxiliary educational purposes may be seen as having an important role as well.

The Student

Community services students are primarily adults, although some limited services may be provided to all age groups. Some students have engaged in degree-oriented activities, while others represent new educational constituencies to the college. The adult learner, as defined by his role in life rather than his age, engages in education to add to or change his skills, knowledge, appreciation, and attitudes while also carrying on the normal activities of a work and home life. Students may often be members of the same community agency or group, participating to improve the functioning of their organization, or the coordination of their organization with others in the community.

The Curriculum

The community services curriculum breaks away from the university-oriented system of seminars or quarters, credits, grades, and degrees. Any field of knowledge can be drawn upon, and often the content of a community services program will be interdisciplinary in nature. New educational programs and techniques are introduced to the college, some of which may develop into certificate or degree programs administered

by academic division of the colleges. The curriculum will vary considerably between colleges as each responds to unique community needs. Business and industry, social service, and community development are typical areas of emphasis. The place of learning may be anywhere in the community, and the media used may range from classroom lectures, to counseling sessions, to in-plant training, to discussion in a participant's home. The curriculum is oriented toward the client's need, and is unfettered by traditional academic time, space, and content restrictions.

The Goals

The goals of community service are to promote the educational growth of the individual and the improvement of the community in which he lives. Because of limitation of staff, expertise, and funds, the college must set priorities so that emphasis is placed on vital needs and so that the limited available resources have an impact on the community. In carrying out their objectives, it will be important to constantly examine and make appropriate changes in college policies, staffing patterns, and programs. It is particularly important that a flexible and quick-to-respond system of delivering the educational resources of the college to the community is possible. In addition, it will be important to coordinate the efforts of the college with other community agencies and groups providing specialized services, becoming to the extent possible an educational center of the community. While recreational and cultural programs serve important educational needs, increased emphasis should also be placed on services to low-income groups and on community problem-solving.

It is, of course, impossible to synthesize all the perceptions of those responding to the definitions question into a few sentences. However, the statement below is an attempt to capsulize the comments received:

> The community services program of the community college is the deliberate effort of all college departments to serve local educational needs. Initiated and facilitated by a community services division, resultant activities focus primarily on adults and on community organizations and groups. The curriculum may be drawn from any discipline, and is unfettered by traditional academic time, space and content restrictions. The goal of community services is to promote the educational growth of the individual and the improvement of the community in which he lives, and to bring about appropriate organizational and content changes within the college to maintain its responsiveness to community needs.

Since nearly each person involved in community services has his own definition of it, this section could no doubt go on ad infinitum. Yet throughout the varied statements of definition there are themes, glimpses of consensus. An attempt has been made to capture such areas of agreement in this section. The next section extends our effort to define community services by reviewing the community needs to which it responds.

DEFINING COMMUNITY NEEDS

The purpose of this section is to describe community services in terms of the community needs to which it responds. Council members were asked to express their opinion of the importance of each stated need in relation to community services in the community college. As in the previous sections, it must be understood that local differences are such that a very important need in one community may be only slightly important in another. The data here cannot reflect these local differences but rather use "broader strokes" to provide a general description of the importance of various need categories.

Those responding consistently rated the following as "very important:"

1. Increasing opportunities for adults and out-of-school youth (SD .421; very important, 168 or 89%)

2. Increasing opportunities for job training and up-grading i.e. business, professional, farming, industrial (SD .521; very important, 157 or 85%)

3. Increasing opportunities for career counseling (SD .585; very important, 125 or 70%)

Needs which were rated by many as very important, although opinion on these items was less consistent than on the three items above, included improving communication, interaction, and cooperation between community agencies; broadening the base of community decision-making; providing opportunities for cultural activities.

Responses were the least consistent (greatest extent of disagreement) on the following statements of need:

1. Improving public works such as streets, sewage, water, communication systems. (SD .840)

2. Increasing recreational opportunities for youth and adults. (SD .803)

3. Helping people locate jobs in community. (SD .799)

4. Improving declining neighborhoods. (SD .875)

Obviously, there is a feeling that direct involvement in the physical development of the community is not the role of the community college. There is a lack of agreement that the college should provide an employment agency function, though several who responded saw this as very important. Providing recreational opportunities was viewed by many as the province of other community agencies.

On the other hand, agreement was clear on three major areas of need: (1) job training and counseling, (2) involvement with other community agencies, and (3) increasing opportunities for adult and out-of-school youth.

TABLE III

(Defining Community Needs)

NEED	Frequency of Response		
	VERY IMPORTANT	MODERATELY IMPORTANT	SLIGHTLY IMPORTANT
1. Increasing opportunities for adults and out-of-school youth	168	16	4
2. Increasing opportunities for job training and up-grading (i.e. business, professional farming, industry)	157	21	7
3. Increasing opportunities for career counseling	125	56	7
4. Increasing opportunities for cultural activities (i.e. art, music, drama, leisure, etc.)	121	55	12
5. Improving communication, interaction, and cooperation between community agencies	126	45	17
6. Broadening the base of community decision-making	121	52	13
7. Improving the quality of family life	113	61	13
8. Increasing opportunities for mature women in education or employment	108	70	9
9. Increasing volunteer efforts to solve community problems	104	59	25
10. Increasing awareness of available social agency services	101	71	15
11. Improving inter-cultural relationships	101	73	14
12. Offering programs on causes of drug and alcohol abuse	101	68	16
13. Increasing response to needs of senior citizens (recreation, health, etc.)	98	78	12
14. Combating air and water pollution	98	60	28
15. Stimulating community action to correct racial problems	94	69	21
16. Improving social services to the poor	89	71	24
17. Improving law enforcement in the county	73	98	16
18. Improving efficiency of local government	73	78	35
19. Increasing business and industrial growth of community	75	85	27
20. Improving public health standards	69	94	24
21. Improving declining neighborhoods	68	80	38
22. Improving public and traffic safety	60	89	33
23. Increasing recreational opportunities for youth and adults	70	76	41
24. Helping people locate jobs in community	67	77	44
25. Helping employers find potential employees	60	89	39
26. Improving labor-management relationships	39	97	51
27. Improving public works such as streets, sewage water, and communication systems	34	74	77

The table on the previous page is arranged in weighted rank order, starting with needs perceived to be most important.

Having reviewed the needs to which community services responds, the emphasis shifts in the next section to a look at the community agencies and groups with which the community college may cooperate in responding to specified community needs.

DEFINING COMMUNITY INTER-RELATIONSHIPS

The purpose of this section was to explore the perceptions of council members as to the nature and scope of community inter-relationships. Specifically, the interest was in determining those community agencies or groups with which cooperation is regarded as important by community services administrators.

Cooperation with the following community educational agencies was viewed as "very important" with the greatest consistency:

1. Continuing education departments of colleges and universities (SD .617, 134)
2. Adult education departments of public schools (SD .617, 131)
3. Community school programs of public schools (SD .675, 114)

There was a tendency to regard cooperation with the following types of agencies as of less importance:

1. Courts
2. Transient service (Salvation Army, etc.)
3. Youth Groups (Scouts, Campfire, etc.)
4. Alcoholism information or service agencies
5. Social service agencies
6. Veterans Groups
7. Volunteer Agencies (i.e. Volunteers of America)

The table below is arranged in weighted rank order, starting with agencies which cooperation is perceived to be most important:

TABLE IV

(Defining Community Involvement)

AGENCIES OR GROUPS	Frequency of Response		
	VERY IMPORTANT	MODERATELY IMPORTANT	SLIGHTLY IMPORTANT
1. Continuing education departments of colleges and universities	134	41	10
2. Adult education departments of public schools	131	44	9
3. Community school programs of public schools	114	51	12
4. Model cities congresses or citizen groups	109	62	14
5. Cooperative extension service	108	64	14
6. University extension service	106	62	16
7. City government	106	65	16
8. Senior citizens service agencies	104	63	19
9. Mental health departments and services	90	80	17
10. Police departments	90	77	20
11. Family service agencies	94	67	26
12. Rehabilitation services (deaf, blind, physically handicapped)	94	67	26
13. Neighborhood drop-in centers	95	68	21
14. Block clubs or neighborhood citizen groups	96	57	32
15. Civil rights groups	93	63	28
16. Social welfare department, state or city	93	62	30
17. County Government	84	62	37
18. Public Library	79	79	28
19. Legal Aid & Service Agencies	77	74	35
20. Health Departments services (heart, hearing, crippled children, speech, etc.)	75	82	28
21. Labor organizations	76	78	31
22. Child welfare agencies	77	72	38
23. Organizations of school administrators	72	79	36
24. Hospitals	70	80	36
25. Recreational services agencies (YMCA, YWCA, parks department, etc.)	69	81	37
26. Volunteer agencies (i.e. Volunteers of America)	64	77	43
27. Veterans groups and services	61	83	43
28. Social services of religious groups	57	88	40
29. Alcoholism information or service agency	57	84	47
30. Youth groups (scouts, campfire, etc.)	56	75	54
31. Transient service (salvation army)	46	69	68
32. Courts	35	93	57

Council members were also asked to indicate the three agencies or groups with which they regarded cooperation to be the most important. They ranked the agencies as follows:

1. Continuing education departments of colleges and universities.
2. Adult education departments of public schools.
3. Community school programs of public schools.
4. Model cities congresses and citizens groups.
5. Cooperative extension service.
6. City government.
7. County government.
8. Social welfare departments, state and city.
9. Block clubs or neighborhood citizen groups.
10. Neighborhood drop-in centers.

It is apparent that cooperation with educational agencies, governmental units, and citizens groups is considered to be vital. Cooperation with other specialized agencies or groups appears to be less important or may be at best episodic.

SUMMARY

The following statements, derived from various sections of the study, summarize the basic findings of the study:

1. Community services programs in the community college should serve all socio-economic segments of the community.
2. Community services should be regarded as a function of the entire community college, and not only that of the community services division.
3. The community college should be actively engaged in solving contemporary social problems.

4. Community colleges would probably better serve the needs of most socially disadvantaged students than four-year colleges and universities.

5. The community college should admit socially disadvantaged students even if they do not meet normal entrance requirements.

6. Corrective or remedial programs should be expanded if the community college is to be relevant to the needs of the socially disadvantaged.

7. Vocational-technical programs should be expanded if the community college is to be relevant to the needs of the socially disadvantaged.

8. Some key elements of community services are:

   a. cooperation with community agencies and groups
   b. service to adults
   c. educational services to disadvantaged groups
   d. service to community groups
   e. involvement of advisory committees
   f. community use of college facilities
   g. adult or community counseling services
   h. neighborhood centers for extension classes
   i. surveys to identify community needs
   j. public forums for discussion of community problems
   k. continuing education for women
   l. cultural programs
   m. service to youth
   n. service to senior citizens

9. A description of community services is:

   A community services program of the community college is the deliberate effort of all college departments to serve local educational needs. Initiated and facilities focus primarily on adults and on community organizations and groups. The curriculum may be drawn from any discipline, and is unfettered by traditional academic time, space and content restrictions. The goal of community services is to promote the educational growth of the individual and the improvement of the community in which he lives, and to bring about appropriate organizational and content changes within the college to maintain its responsiveness to community needs.

10. Some most important community needs to be met by community services are:

    a. increasing opportunities for adults and out-of-school youth
    b. increasing opportunities for job training and up-grading (i.e. business, professional, farming, industrial)
    c. increasing opportunities for career counseling
    d. improving communication, interaction, and cooperation between community agencies

e. broadening the base of community decision-making
f. providing opportunities for cultural activities
g. increasing opportunities for mature women in education or employment
h. increasing volunteer efforts to solve community problems
i. improving the quality of family life
j. improving inter-cultural relationships
k. increasing awareness of available social agency services

11. Cooperation with the following community agencies or groups is considered to be important:

a. continuing education departments of colleges and universities
b. adult education departments of public schools
c. community school programs of public schools
d. model cities programs of public schools
e. cooperative extension service
f. city government
g. neighborhood drop-in centers
h. university extension services
i. senior citizen service agencies

A community services "rhetoric" is emerging, and its vocabulary includes terms and phrases such as new constituency, new student, expansion of educational opportunity, community problem solving, inter-agency cooperation, community change, institutional change, community leadership, community counseling, self-development, community development, instructional innovation, service to low-income groups, community services as a responsibility of the entire community college, and community decision making. These terms and phrases suggest a movement away from a rationalistic philosophy (liberal arts, great books, reading-discussion) to a developmental philosophy (community development, human relations, action as a source of learning). The also understore a trend away from the "academic snobbery" of the past toward a grass roots approach to meeting community educational needs. And the recurring use of the term "community" suggests a movement from isolation on a secluded campus toward becoming actively involved in the ebb and flows of day-to-day community life, particularly in consort with other local agencies and groups.

In the field of higher education, community services is revolutionary in its irreverance for traditional forms. While realistic enough to recognize the presence and prominence of forms such as degrees, credits, semesters, quarters, and grades in community colleges, those who espouse this concept tend to reject the relevance of these forms for the majority of the people to be served. Those who work directly in the community are becoming increasingly sensitive to the shortcomings of their community college in adapting its total program to changing community needs. The need for institutional development or change -- i.e. updating administrative staffs, developing more flexible curricula patterns, changing course content -- is often evident to those who spend as much time on the streetcorner as in the isolation of an office. And their clientele want action, not promises written on page 1 of the college catalog. In words from the ghetto, "If you're going to talk that talk, you gotta walk that walk." Thus a dimension of community service devoted to sensitizing college personnel and increasing the adaptive nature of the college itself appears to be emerging. Dr. Andrew Goodrich refers to both outreach programs (extending educational opportunities to new constituencies) and "inreach" programs (supportive services such as remedial programs, financial aids, tutoring, and counseling for "new students" -- those from minority groups -- enrolled in degree programs in the community colleges). Both outreach and inreach concerns must be included in a statement of principles for community services administrators.

Underlying this rhetoric, however, is a growing concern that the community college may be extending itself beyond its capability -- financial staff facilities -- to deliver anticipated services. There is increasing

desire for greater specificity in describing the role of the community college in its community. To whatever extent ambiguity presently exists, it inhibits our ability to communicate effectively with our colleagues and with community leaders and citizens. Hopefully, this study is a start in moving toward a clarification of the perceived role of community services.

This study has focused on identifying areas upon which council members agree and areas upon which they disagree. As one step in a continuing investigation, it may serve as a prelude to further investigation of the areas above, as well as to studies on the planning, methodology, and evaluation of community services programs.

APPENDIX

References

Goodrich, Andrew. Community Services for the "New Student" at Inner City Community Colleges, East Lansing: Michigan State University (Research and Report Series, Kellogg Community Services Leadership Program), 1970.

Knowles, Malcolm S. The Modern Practice of Adult Education, New York: Association Press, 1970.

Raines, Max R., "A Taxonomy of Community Services Functions." Unpublished paper, East Lansing: Michigan State University, 1969.

Terms

Standard Deviation is a measure of the dispersion of a distribution of scores. For any single item on the questionnaire, the standard deviation tells us how variable the responses were--the lower the standard deviation, the greater the homogeneity or consistency of the responses for that item. If almost all persons rate a certain item "very important," the standard deviation for that item would be very low, since there would be little variability in the responses.

Chi Square is a simple technique for comparing frequency on a given item with the expected frequency of scores on that item based on a theoretical distribution. When comparing scores from the various accreditation regions on a item, the chi square tells us whether there is a statistically significant difference between scores in a given region (observed) and a theoretical distribution of all scores in the distribution (expected).